

The following Notifications, issued by the Resident in Mysore are republished for general information.

*Notification, No. 759, dated 16th February 1898.*

In exercise of the powers conferred by Section 2 of the Epidemic Diseases Act, 1897, as applied to the Civil and Military Station of Bangalore, the Resident in Mysore prohibits the import into the said Station of any of the following articles from the Bombay Presidency (excluding Sindh) or from any area infected by the plague, *viz*—

Used apparel and bedding (except when carried as the personal baggage of travellers)  
Trags, and  
Waste paper.

*Notification No. 906, dated 24th February 1898.*

With reference to this office Notification No. 103 of the 29th January 1898, prescribing, under the Epidemic Diseases Act, 1897, certain temporary regulations to be observed at Bowringpet Railway Station, the Resident is pleased to appoint the following to be Inspecting Officers for the purposes of these regulations at the said Station—

The Sub-Assistant Surgeon on Special plague duty.  
The Hospital Assistant on Special plague duty.  
The two Nurses on Special plague duty.

2. This office Notification No. 104, dated the 29th January 1898, is hereby cancelled.

"By Order,"

K. D. ERSKINE, Captain,  
First Assistant to the Resident.

The following "Extract from the Proceedings of the Government of India in the Home Department, Sanitary,—dated Calcutta, the 3rd February 1898", is published for general information—

V. P. MADHAVA RAO,  
Plague Commissioner in Mysore.

No. 227—240.

RESOLUTION.

The Epidemic Diseases Act (III of 1897) empowers the Governor General in Council when satisfied that India or any part thereof is visited by, or threatened with, an outbreak of any dangerous epidemic disease, to take special measures over and above those permissible under the ordinary law, with the object of preventing the outbreak of such disease and the spread of it, and further authorizes the Governor General in Council by general or special order to direct that the powers conferred by the Act may also be exercised by any Local Government with respect to the territories administered by it. By the Home Department Notification No. 302, dated 4th February 1897, the Governor General in Council directed that the appropriate powers conferred by the Act might be exercised within their respective territories by the different Local Governments and Administrations in British India, and by Notifications issued in the Foreign Department the Agents to the Governor General were also empowered to issue regulations under the Act both in respect of parts of British India under their charge and in respect of territories in India under the administration of the Governor General in Council which are not parts of British India. The Government of India have themselves from time to time issued regulations under the Act in respect of matters in which Imperial interests were involved or action had to be taken by Departments under their direct control, but their object in delegating the powers conferred by the Act to Local Governments was to avoid hampering them in action taken by them to prevent the outbreak or spread of the plague and to admit of the regulations under the Act being adapted, so far as this is possible without preventing them from being effective, to local conditions and so as to respect local prejudices. Copies of all the regulations issued by Local Governments and Administrations have been communicated as they were issued by the different Local Governments and Administrations to the Governor General in Council for information, and under the orders of His Excellency in Council these have been examined on their receipt, and in any case in which they have been found to be in conflict with the general principles which have guided the Government in dealing with the plague the Local Government or Administration concerned has been requested to cancel or modify them. Experience in the working of the rules has been mainly obtained in the Bombay Presidency to which, with very few exceptions, plague has been hitherto confined, and, in view of the fact that the Plague Commission under Mr. Wingate accompanied by Dr. Claghorn, Director General of the Indian Medical Service, have recently visited all the infected areas in the Bombay Presidency and, after examining the arrangements in force in each place, devised a set of rules of which the Government of India, subject to the remarks made in paragraph 1<sup>st</sup> of this Resolution as to the principles to be followed by medical officers in detaining passengers, approve, the Governor General in Council proposes to take the opportunity of communicating these rules to the different Local Governments and Administrations with the suggestion that they should be utilized as a model upon which to frame rules for other Provinces.

2. The Government of India desire to express their concurrence in the statement contained in rule 3 of the rules as to the measures which must be taken to combat an outbreak of the plague. The essential measures to be taken are (1) the early recognition of the disease in a locality, (2) the treatment of the sick in places of segregation, (3) the removal of the other inhabitants from the infected house, locality or area, (4) their segregation for a specific period, (5) the disinfection of their



persons, clothing and personal effects, (6) the disinfection of the houses in the infected locality and their contents, (7) the improvement of the ventilation of the houses, the abatement of overcrowding, and the prosecution of general measures of sanitary reform.

3. One of the main difficulties which have to be contended with in dealing with the plague is the absence of any efficient organization for the detection of cases before the outbreak has attained proportions which make it impossible to suppress it for a considerable time. Considering the extent to which fever prevails in the country and the ignorance of the agency responsible for reporting the occurrence and cause of deaths, it can hardly be expected that every case of plague will be brought to notice immediately after it has occurred, and it is very desirable that where there is any reason to suspect the existence of the disease a regular system for the detection of suspicious cases of sickness should be devised. Rules 4 and 9 of the Bombay Rules contain directions designed to secure the detection of the disease by improving the arrangements for reporting sickness and mortality, and the arrangements for rural areas described in rules 5 and 6 have for some time past been in force in the North-Western Provinces, the Panjab, the Central Provinces and Bengal. The occurrence of cases of plague in villages in the neighbourhood of Kankhal in the Saharanpur District of the North-Western Provinces has also led the Lieutenant-Governor and Chief Commissioner to issue orders for the employment of a special organization for ascertaining whether it has extended to places other than those in which it has been detected. This organization is based upon that which was so successfully utilized in distributing relief during the recent famine, and the essence of it is that a sufficient number of European officers should be employed to render the powers of search effective and at the same time prevent the subordinate establishments from abusing their authority. A copy of the orders issued by the Government of the North-Western Provinces and Oudh to the Commissioner of the Meerut Division is appended to this Resolution, and the Governor General in Council desires to commend them to the consideration of other Local Governments and Administrations in case there should at any time be reason to suspect that plague exists and has not been detected. For the purpose of supervising work of this nature young officers of the Staff Corps will, the Government of India believe, be found to be a most suitable agency should the Civil Establishments be insufficient and though it may not be possible to procure the services of such officers in any numbers at the present juncture, the Government of India will endeavour, should the necessity arise, to procure them from the Military authorities when the operations at present being carried out on the North-Western frontier have terminated.

4. Another measure which has been put forward as an effective means for ascertaining the existence of plague is the inspection of corpses. The Government of India have consulted Local Governments and Administrations as to the question whether corpse inspection is a reliable means of bringing facts to light and whether the feeling of the people is opposed to it or not. The Governor General in Council has not yet received all the replies to the reference made upon this question and it will be dealt with separately later on. On the information at present before them it appears to the Government of India to be doubtful whether the measure is likely to be of great assistance, and they fear that its general introduction would be repugnant to the feelings of the people.

5. The system prescribed in Rule 10 and the following rules issued by the Bombay Government for the division of towns which are infected or liable to infection into quarters or divisions of a size convenient for effective supervision meets with the approval of the Government of India, and in this, as indeed in all the measures taken for the suppression of the plague, it is essential to secure the supervision of an European official who will carry the people with him, and see that their customs and susceptibilities are as far as possible respected.

When search parties are organized to ensure that all cases of the disease are brought to notice, and this measure will, it appears to the Government of India, be found to be a very necessary one at any place where an outbreak occurs, endeavour should be made to associate respectable native gentlemen with them, and female medical attendants should accompany them for the purpose of examining females.

6. When plague actually breaks out the segregation of the sick and of the persons who have been in immediate contact with them is a fundamental precaution which is essential to the successful issue of any operations against it. In devising means to secure this object it is necessary on the one hand to consider the urgent necessity of preventing sufferers from plague from spreading the infection among their neighbours, and on the other hand the great importance of interfering as little as possible with the customs and the feelings of the community. The Governor General in Council considers that experience has shown that in order that segregation may be efficacious it must be carried out in hospitals or other suitable places specially appointed for the purpose. A measure of this nature can hardly be expected not to cause alarm among a people many of whom regard the privacy of their houses as sacred, and this feeling can only be allayed if those affected by it have confidence in the motives of Government and believe that it is actuated solely by a desire to stay the pestilence. The Governor General in Council has been much impressed by the readiness and docility with which the people in many of the infected areas have discarded their prejudices and submitted to removal from their houses, and His Excellency in Council feels confident that, if the necessity for the measure is carefully explained to them, the co-operation of leading men obtained as far as possible, and every consideration shown to the feelings and habits of those to whom the regulations have to be applied, this measure will be accepted without objection by the people of a locality in which plague has made its appearance. But it appears to His Excellency in Council that the prospect of such action being required of them in the event of plague appearing in their midst may not unreasonably seem distasteful to them so long as there is no immediate danger of an outbreak, and it is therefore desirable to, as far as possible, remove any cause for discontent by encouraging the people themselves to make arrangements for the establishment of private hospitals and segregation camps for particular castes, classes,



joint families, and associations of families in anticipation of the necessity for their removal from their own houses arising. The equipment and administration of such hospitals must be approved by duly appointed authority. They should be conveniently placed and it is not necessary that they should be located in remote situations. They should not, however, be situated in houses which are actually inhabited or blocks of houses or streets, for in the event of an outbreak of plague, cases of the disease might occur in the house or block which it would then be necessary to completely evacuate. While His Excellency in Council is strongly of opinion that in carrying out any measures of segregation regard should be had, as in the case of Europeans, to the position in society of those classes of the native community who can be relied on to take efficient measures with the object of preventing the spread of infection, and to other considerations of a like nature, it is not, he fears, possible save in the most exceptional cases (as for instance that of a house located in a large garden, in which a hospital or private camp can be located at a distance from the house actually infected) to permit the residents of an infected house not to evacuate the area in which it stands. His Excellency in Council therefore anticipates that in a crowded city there will be few, (if any), houses which it will be safe to license as hospitals or for segregation purposes. In public as well as in private plague hospitals all possible consideration should be shown to the feelings of the inmates, and in especial caste distinctions and the privacy of females who do not appear in public should be carefully be respected. His Excellency in Council also considers that it is neither necessary nor humane to separate the sufferers from their families and friends, and all plague hospitals, whether Government hospitals or private caste hospitals, should therefore be arranged so as to provide separate accommodation for the immediate family or friends of the patients. For the public hospitals it will be found convenient to utilize schools and other public buildings which are available and suitable.

7. Before leaving the subject of segregation the Governor General in Council desires to say that, while it has not yet been shown that inoculation with prophylactic serum such as has been prepared by M. Haffkine, C.I.E., can be relied on as a means to prevent the spread of plague, the results of the experiments made are so distinctly encouraging that he is not without hope that it may be demonstrated that protection may be ensured by means of prophylactic inoculation. It is desirable that every opportunity should be taken to test the efficacy of inoculation, and the Governor General in Council will feel obliged if Local Governments and Administrations, within whose territories plague now exists or may appear in the future, will place themselves in communication with M. Haffkine in order to procure a supply of serum for the use of persons who desire to have themselves inoculated. No person should be inoculated except with his express consent. In the event of the efficacy of inoculation being eventually established, it will, it appears to the Government of India, become possible to dispense with segregation in the case of persons who have undergone the process of inoculation. Even in this case it will, however, still be necessary to require the evacuation of infected houses and localities with a view to their thorough disinfection for the purpose of destroying the germs of infection.

8. The rules issued by the Bombay Government for the removal and burning of the clothing of a patient suffering from plague, for the disinfection of all those removed from the infected area, whether to the camp for suspected persons or to that for the healthy, and for preventing the re-occupation of houses in the infected area until a certain time after they have been evacuated, cleaned and disinfected, appear to the Government of India to be full and satisfactory. The Governor General in Council desires to impress upon Local Governments and Administrations the paramount importance of making efficient arrangements to prevent people from returning to occupy evacuated houses before the time specified, and of securing that all articles likely to convey infection are without exception removed from infected houses and immediately destroyed or disinfected.

9. It seems to the Government of India desirable to express their views upon the subject of quarantine in relation to the suppression of plague. Her Majesty's Government and the Government of India have continuously been opposed to the view that the spread of epidemic disease can be effectively checked by the imposition of quarantine so as to prevent the movement of the people to other places from areas in which epidemic disease prevails. The first reason which has led the Government of India to this conclusion is that it is impossible to make any system of land quarantine in India effective. It could, indeed, be arranged that every traveller by railway should on leaving the infected area be placed in a segregation camp for a given time, but any attempt to block all the roads and paths from the infected area must be defeated, firstly, because the Government has not at its disposal the necessary establishments to make such a stoppage of the traffic effective, and, secondly, because the establishments could not be relied on to carry out the duty. But even could it be made effective, a system of land quarantine would, in the opinion of the Government of India, be mischievous in itself and calculated to foster rather than to suppress an outbreak of epidemic disease. It is in appearance so easy a remedy that if adopted it would be apt to distract attention from those surer and most essential measures which, if plague is to be suppressed, must be taken at the place where the outbreak occurs. It causes hardship and suffering to the people who have to be detained, and it affords opportunities of every kind for bribery, blackmail and extortion to the subordinate establishments employed to enforce it. The collection in camp of large bodies of people who have previously been subject to the risk of plague infection involves danger of an outbreak of the disease in the camp, and may thus establish fresh foci for the dissemination of the disease. The views held by the British Government and the Government of India on the subject of quarantine were for a long time resisted on the Continent of Europe, but they have now been accepted by the European powers, and in the Dresden Conference of 1893, to which the Government of India declined to become a party for other reasons, the uselessness of land quarantine was for the first time recognised by them in respect of cholera. Prior to the assembly at Venice in the spring of 1897 of the delegates deputed to concert measures to prevent the introduction and spread of the plague in Europe, the Govern-



General in Council had considered and rejected a proposal to place in quarantine the whole of the Bombay Presidency owing to the outbreak of plague within it, against the rest of India. In paragraph 8 (iii) of the Home Department letter No. 1623—26, dated June 1st, 1897, addressed to the Maritime Governments, it was noticed that the Venice Convention provided that the modern principles of disinfection should be substituted for the obsolete system of land quarantine, but, with a view to the protection of the countries which may find it difficult to thus protect their borders, each of the Governments who are parties to the Convention is at liberty to close its frontiers to travellers and merchandise. The Convention also, while condemning land quarantine in general terms, permits Governments to reserve to themselves the right to take special measures with regard to certain classes of people specially—

A.—Gipsies and vagabonds.

B.—Emigrants, and persons travelling or crossing the frontier in large bodies.

10. Proceeding on the principles embodied in the Venice Convention the Government of India have, from time to time, expressed an opinion adverse to the establishment of cordons designed to keep the population within an infected area and have declined to agree to the general prohibition of the booking of passengers by railway to or from particular places, or to the prohibition of the booking of passengers travelling by a particular class. The detention of the inmates of an infected locality within the area of infection by means of a cordon is apt to increase the virulence of the disease, and therefore also the danger of its dissemination, by fostering the local conditions which are a main cause of its development. Experience shows that ordinarily on the outbreak of plague in a town of which part is infected and part is not, it is desirable, concurrently with the removal to a segregation camp of the inmates of the infected localities, to encourage the healthy population to leave the infected area before the disease becomes thoroughly diffused through it. But there may be cases in which the area of infection being small it may be possible to entirely evacuate it and to place the inmates of it in isolation at a place in the near neighbourhood. A guard may unobjectionably be utilised to keep the population under medical supervision within the healthy area in which it is determined to isolate them both with the object of preventing their return to the infected houses and also to minimise the possibility of infection being carried elsewhere. In such cases if proper arrangements are made for separate camps for the sick, the suspected, and the healthy, there is little or no danger of establishing a focus for the dissemination of the disease, while the control of the guard can be made effective and malpractices on the part of the subordinate establishments be prevented if European agency is employed on the spot to supervise such establishments, and to check, by a system of registering the inmates of the camps, the attempts which may be made to leave them.

11. In accordance with the principles explained above the Government of India have restricted the interference with the movement of the general public by railway to medical inspection. In the terms of the Venice Convention medical intervention is restricted to the inspection of travellers with a view to the detention of those who show symptoms of plague and to the care of the sick. The Convention also dwells on the desirability of keeping under supervision all travellers from an infected area at their homes for a period of ten days from the date of their departure from the infected area. The Government of India approve of the medical inspection being conducted so as to provide for the detention in the observation camp provided for this purpose not only of persons in whom symptoms of plague or suspicious symptoms are discovered, but of all persons from the infected area who appear to be suspicious by reason of their appearance, the dirty condition of their clothes, the fact that they are travelling in gangs or belong to classes which are likely to disseminate the disease or cannot be traced on arrival at their destination or depended upon to give information should plague occur among them after arrival at their destination. All other persons should be allowed to proceed to their destination after inspection, and the rules should not, under any circumstances, exempt from their operation any class of persons as such, or be limited to persons who travel by railway by a particular class.

12. While these are the general principles which should guide the different Local Governments and Administrations in their control over the movements of the general public travelling by railway from an infected area it may often be advisable to interpose special checks either on the movement of pilgrims from an infected area to a place of pilgrimage beyond that area, or on the movement of pilgrims to a place of pilgrimage at which plague exists. When plague exists at a place of pilgrimage it may indeed be generally the most prudent course as well as the course which will in the end cause least interference with the people to definitely prohibit the religious fair at which the pilgrims intend to collect. But there may be special circumstances in which this course may seem to be inadvisable, and in such cases it appears to the Government of India that the booking of pilgrims to the place of pilgrimage or the neighbouring railway stations may be, without objection, entirely interdicted for the time. Where, on the other hand, the place of pilgrimage lies outside the infected area and it is ordinarily visited by pilgrims from the infected area it is legitimate and advisable to prohibit for the time the passage by railway of pilgrims from the infected area to the place of pilgrimage, and in accordance with these considerations the Government of India have from time to time, during the outbreak of plague, issued orders prohibiting the sale of tickets in the Bombay Presidency to pilgrims desirous of visiting other parts of India.

ORDER—Ordered that a copy of this Resolution be forwarded to Local Governments and Administrations, and to the Foreign, Public Works and Military Departments.

[True Extract.]

J. P. HEWETT,

Secy. to the Govt. of India.